

COUNTY of AMADOR

State of California

**– RACES PLAN –
EMERGENCY COMMUNICATIONS
RESERVE**



AUGUST 2004

COUNTY OF AMADOR

RADIO AMATEUR CIVIL EMERGENCY SERVICE PLAN



INTRODUCTION

The RACES (Radio Amateur Civil Emergency Services) is a communications reserve that provides Amador County Government with a variety of professional, unpaid [volunteer] skills, including administrative, technical and operational, for emergency tactical, administrative and logistical communications; such as with its agencies, cities within the County, neighboring governments, and the State.

This program is administered under the guidance of the Amador County Sheriff's Office of Emergency Services through the Emergency Services Coordinator.

The RACES program is multi-functional:

- It provides personnel skilled in a variety of primary and auxiliary communications modalities for support of the Amador Operational Area in general, the Amador Operational Area EOC, and supporting agencies.
- The resources of this service are essential staff resources intended to augment government agency and Public Safety communications.
- Participants may be used at any time, from one to any number as may be appropriate.
- No declaration of an emergency is required. However, the use of the FCC Amateur Radio service frequencies is limited to training and emergency communications.
- Pursuant to direction authorization by the Amador County Emergency Services Coordinator, the RACES Officer coordinates RACES mutual aid in the Amador Operational Area and to/from the State OES Regional Operations Center (REOC.).

RACES personnel are unpaid volunteers registered with Amador County as Disaster Service Workers (DSW). They shall not be used to replace available paid-staff, nor to save paid-staff overtime, nor to eliminate or avoid paid-staff positions.

This plan complies with the Standardized Emergency Management System (SEMS) and the California Emergency Plan. Like the California Emergency Plan, the Amador RACES plan is an overview and not a detailed operations document.

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DISTRIBUTION

- 2 Governor's Office of Emergency Services State Headquarters and Inland Administrative Region, Rancho Cordova
- 1 Amador County Sheriff's Department
- 1 Amador County Office of Emergency Services
- 1 Amador County Unified School District, Superintendent's Office
- 1 Amador County Public Works Department
- 1 Amador County Public Health Department
- 1 Amador County RACES Officer
- 1 Each RACES Unit Member
- 1 Each Local Government Emergency Services Coordinator
- 1 Each El Dorado, Calaveras, San Joaquin, and Alpine RACES Officers
- 1 ARRL Amador County ARES Emergency Coordinator
- 1 ARRL Sacramento Valley Section, District 4 ARES Emergency Coordinator

PURPOSE

A Radio Amateur Civil Emergency Services (RACES) program is authorized and established by this jurisdiction. This plan provides for volunteer professional communications specialists, administrators, and Amateur Radio operators for essential communications during events or periods of national, state or local emergency, declared or undeclared, and for all requisite training and familiarization.

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1.0 HAZARDS or THREATS

There are various hazards or threats, natural and technological, that government jurisdictions may encounter. While Amador County may not experience all threats, its RACES unit needs to be trained for any hazard or threat, as the unit could be needed for mutual aid assistance to other jurisdictions that may experience the results of such threats as:

- A major disaster in other areas, such as a Tsunami from offshore earthquakes, which can cause property damage and loss of life extending far beyond the directly-affected area and induce major or sudden population shifts that could present this or other operational areas with an emergency situation.
- Severe storms, tornadoes, flash floods and landslides; slower rising but devastating
- Floods along major river basins and valleys, and clogged transportation routes.
- Chemical and other hazardous material spills and releases posing immediate or long-term health hazards.
- Dam or levee failures – whether in this or a neighboring area, or upstream – which can cause damage and loss of life by sudden surges of water and debris.
- Large scale transportation accidents involving automobiles, buses, trucks, aircraft, trains and other means.
- Earthquakes causing damage and interruption in facilities and services, along with death and destruction.
- Fires which threaten wooded areas and adjacent communities; with resulting loss of ground cover of steeply sloped areas. Hot dry winds and low humidity conditions can push wildland blazes into urban areas.
- Within the state geologists have identified active volcanoes which could present emergency challenges to operational areas and communities that could otherwise be expected to avoid the consequences.
- Nuclear accidents, within or without the state, from fixed nuclear power plant sites, military installations, transportation systems, military aircraft crashes, or terrorist activity.
- Unusual incidents that can arise out of terrorism, urban unrest or mass actions, including biological, chemical, or radiological attacks.

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- War and armed aggression are possible threats. Key economic and industrial centers, along with military bases in California could be targets that can affect other areas as well.
- Any communications emergency from any cause that disrupts primary government communications systems.

2.0 JURISDICTION and AREA COVERED

The jurisdiction covered by this plan is the County of Amador, herein after referred to as the Amador Operational Area. The California Emergency Services Act defines an operational area (OA) as "...an intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area." (Section 8559 GC). Each operational area is a special purpose organization, created to prepare for and coordinate the response to emergencies within a county area. Operational Areas coordinate inter-jurisdictional emergency operations and mutual aid.

2.1 Local jurisdictions and certain special districts in the Amador OA are shown below, with the title of the position responsible for the development of emergency services, civil defense, and disaster activities. Many of these are elected positions, and the incumbents change from time to time. Names and contact information for the incumbents are available from the Emergency Services Coordinator.

- | | |
|----------------------------------|----------------|
| • City of Amador City | Mayor |
| • City of Lone | Police Chief |
| • City of Jackson | Police Chief |
| • City of Plymouth | Mayor |
| • City of Sutter Creek | Police Chief |
| • Amador Unified School District | Superintendent |

See appendices 1-3 for local jurisdiction, county facility, and school district maps.

3.0 AUTHORITY

References include the following sources noted herein. California Code of Regulations, Title 19, Division 2, Chapter 2 Emergencies and Major Disasters and Chapter 5, Natural Disaster Act; State Emergency Plan, May 1998; California Emergency Services Act; the California Emergency Plan; Section 8607 California Government Code; DSW Rules and Regulations revised 12/15/98.

3.1 Authority for the Disaster Service Worker program derives from the Amador County Board of Supervisors. The Board has delegated responsibility for the development of emergency services, civil defense, and disaster activities to the Emergency Services Coordinator. Also see the Disaster Service Worker Volunteer Program Guidance manual issued April 2001 by the Governor's Office of Emergency Services.

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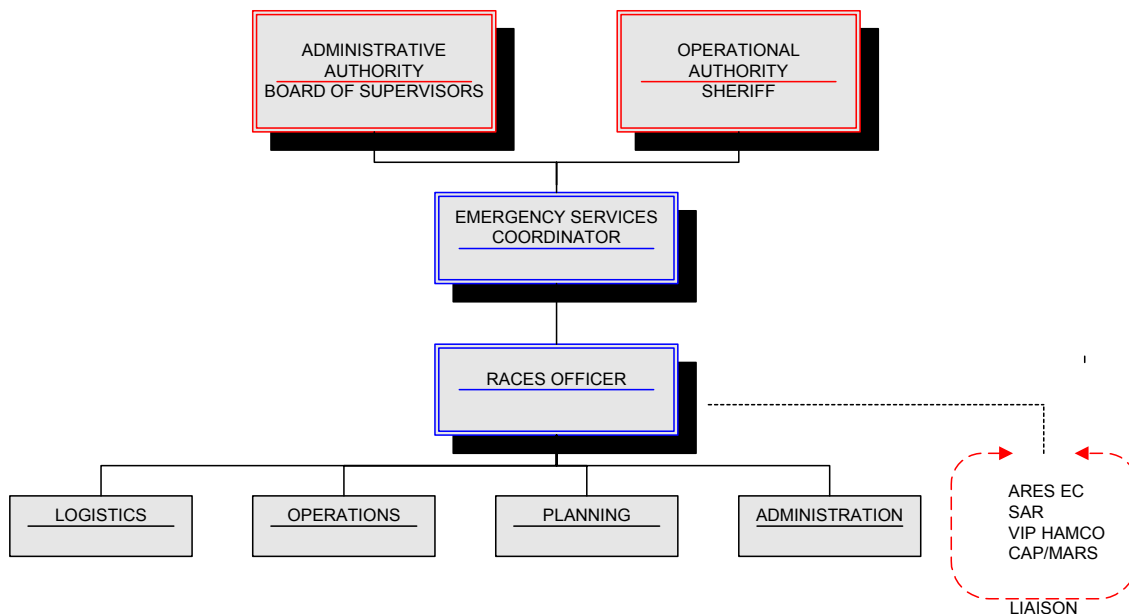
3.2 Developing this plan using Disaster Service Workers and selecting and appointing the RACES Officer is the responsibility of the Emergency Services Coordinator.

3.3 This service is an authorized emergency response resource. It is authorized to provide or receive communications mutual aid to/from similar, duly registered units with other jurisdictions through ICS structure and/or the State OES Regional Operations Center. See appendices 4-6 for State OES Administrative and Mutual Aid Regions.

3.4 For consistency under the Standardized Emergency Management System (SEMS), participating local jurisdictions in the OA shall develop their emergency communications unit plans consistent with the plan templates of the Governor's Office of Emergency Services, or as adjunct to this plan.

4.0 ORGANIZATION

4.1 Operational Area emergency services organization applicable to the RACES is:



4.2 The volunteer (unpaid) staff position responsible for the implementation and administration of this service is the RACES Officer appointed by the Emergency Services Coordinator. The RACES Officer is directly responsible to the Coordinator and serves at the pleasure of the Coordinator.

4.3 Names and addresses of the Emergency Services Coordinator, the RACES Officer, and other key contacts are in a separate RACES Resource Directory which is provided to the State OES Region ACS Officer as a potential mutual aid resource.

4.4 The RACES response structure is in accord with the five functions of the Incident Command System (ICS): command, planning/intelligence,

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operations, logistics and finance/administration. (See Section 12.3)

4.5 See separate Standard Operations Procedures manual.

5.0 PARTICIPANTS

This program includes participants highly skilled and experienced in administration, logistics and management, as well as various communications modalities. Specialty areas include computers, computer networks, microwave, radio, satellite, video-conference and others. Appropriate FCC licenses are required for those who may be called upon to operate on the Amateur Radio frequencies.

All applicants must complete an application and other documents required by the OA, including Disaster Service Worker (DSW) registration. The Loyalty Oath/Affirmation is required in accordance with Section 3100 (et seq) of the California Government Code. Acceptance in the program is at the discretion of the Amador County Emergency Services Coordinator and the RACES Officer.

There are two levels of participants.

5.1 Level I Participants: The regular volunteer staff of the unit. They have accepted job responsibilities and have agreed that auxiliary and emergency communications for Amador County government is their primary emergency response activity. Due to the potentially sensitive nature of activities at this level, records checks by the Amador County Sheriff's Office are required. Upon record check clearances and approvals for participation, they are issued identification cards. They are expected to report to assignments as quickly as possible.

5.2 Level II Participants: Volunteers who choose not to serve as regular volunteer staff but may be available to work in some emergency; or those brought in and trained during an extended emergency. Records checks may not be required for this level, and no government ID will be issued other than a Disaster Service Worker card – used as evidence of registration but not identification.

5.3 California References: DSW Rules and Regulations 12/15/98. Text of Regulations, Governor's Office of Emergency Services, California Emergency Council, California Code of Regulations; Title 19, Division 2, Chapter 2; Emergencies and Major Disasters; Subchapter 3, Disaster Service Worker Volunteer Program.

6.0 RESOURCES

These resources are available to all Operational Area government services/agencies as required, and are not assigned exclusively to any one service even though the Office of Emergency Services is attached to the Amador County Sheriff's Office. Requests for RACES emergency communications support to others are coordinated as specified in section 14.

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7.0 IDENTIFIERS – TACTICAL CALLS

Tactical Calls are an essential part of Incident Command System communications as they do not change once assigned to a location during an event. Communications response and training, whether on the Public Service or Amateur frequencies, will use tactical station identifiers as well as the appropriate authorized call signs. See Appendix 7 for examples.

8.0 REPEATER IDENTIFICATION

Repeater locations for Amateur Radio frequencies, and for other stations operated under this plan (and their tactical identifiers) are provided in a separate operations plan, a current copy of which is to be provided to the State OES Region RACES Officer for coordination of unit mutual aid requests and frequency coordination (Section 10).

9.0 EQUIPMENT RESOURCES

Equipment (computers, radios, antennas) provided by the Amador OA is listed in a separate Equipment Resource Directory. Other equipment may be participant-owned and brought in for temporary use.

10.0 FREQUENCY COORDINATION

Day-to-day activities in this service will use Amador County's primary communications systems, including Public Service frequencies and call signs, but not those of the Amateur Radio Service. Amateur frequencies may be used for any emergency; and for training and familiarization for emergency operations. If duly licensed operators are available for that use, an Amateur frequency may be used in mutual cooperation with other Amateur Radio Service licensees. Amateur frequency interference problems in the Amador OA are to be resolved by the RACES Officer in coordination with the State OES Region ACS (Auxiliary Communications Service) Officer.

11.0 NETWORKS

This service operates the following network levels within this Operational Area:

Level 1 nets provide direction & control communications between the State OES Region Emergency Operations Center (REOC) and the Amador Operational Area Emergency Operations Center (EOC).

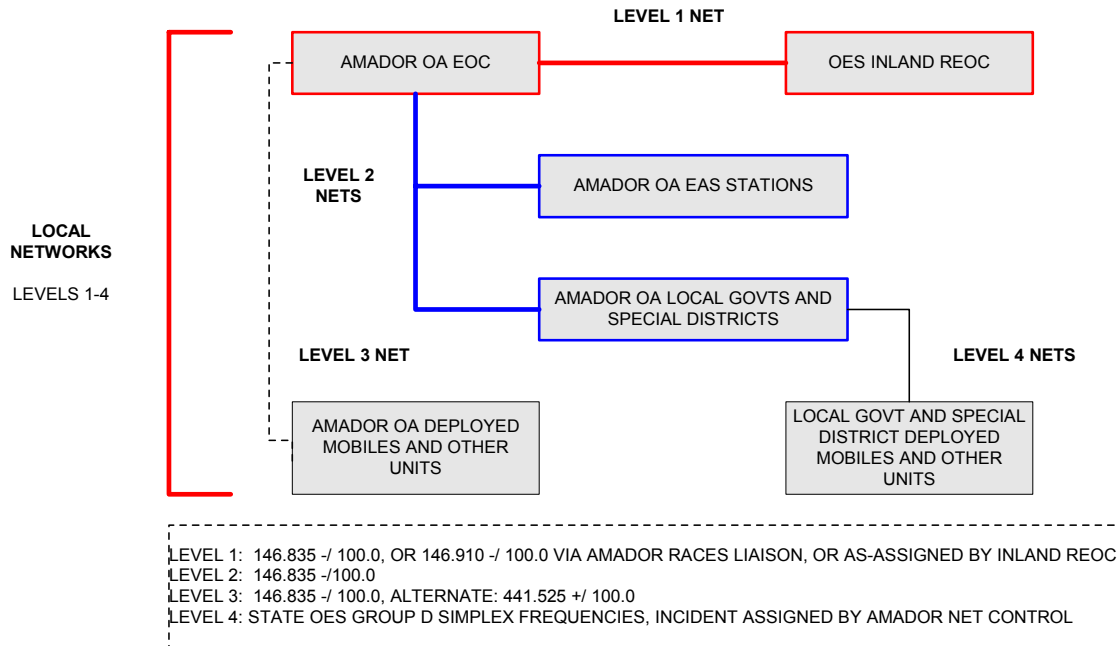
Level 2 nets provide direction & control communications between the Operational Area EOC and the local jurisdictions and special districts within the Operational Area; and between the Operational Area EOC and the Emergency Alert System stations in the Operational Area.

Level 3 nets provide communications between the Operational Area EOC and deployed mobile units and other authorized units within the Operational Area.

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Level 4 nets provide communications between local jurisdiction or special district Emergency Operations Centers and deployed mobiles and other authorized units within these jurisdictions and districts.



12.0 STRUCTURED RESPONSE SYSTEMS SEMS, RIMS, ICS, MACS

Due to state legislation that serves to eliminate duplication of efforts and enhance response by standardization, emergency communications units serving governments in the State of California encounter structured systems which they must know, and use.

The State Emergency Plan (May 1998) defines the emergency management system used for all emergencies in California, and establishes policies, concepts, and general protocols for the Standardized Emergency Management System (SEMS) and the systems that support it.

12.1 SEMS (Section 8607 California Government Code.)

SEMS consists of five organizational levels activated as necessary: field response, local government, operational area, region and state. These levels, together with the private sector, are the California Emergency Organization. (State Emergency Plan.)

SEMS is required for response to multi-agency and multi-jurisdiction emergencies in California. State agencies must use SEMS. Local governments must use SEMS to be eligible for state funding of certain response-related personnel costs. (CCR, Title 19, Division 2, Chapter 5, Natural Disaster Assistance Act, Sections 2920, 2925, and 2930.)

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SEMS incorporates the use of the Incident Command System (ICS), the Master Mutual Aid Agreement, existing discipline-specific mutual aid, the operational area concept, and multi-agency or inter-agency coordination. Other impacts includes the incorporation of SEMS into all plans, training, and exercises, and documentation of the use of SEMS in planning, training, exercises and actual emergencies. SEMS also led to the development and use of the Response Information Management System (RIMS).

12.2 RIMS (State Emergency Plan 5/98 Ed.)

Pursuant to SEMS legislation, the major communications infrastructure created to provide information links for elements of the California Emergency Organization is the Response Information Management System (RIMS). It links the OA, the OES REOC, the State Operations Center (SOC), and other state agencies.

RIMS is a computer-based system that replicates databases on manual or preset intervals for rapid interchange of Event/Incident Reports, Situation Reports, Status Reports, Incident Damage Estimate Reports, Response Plans, Operational Objectives, Levee Incident Status Reports, After Action and other reports, and mutual aid requests. Categories in the above include Care & Shelter, Fire and Rescue, Medical and Health, Hazardous Materials, Law Enforcement, Movement, Summaries, Declarations, RACES, and others.

12.3 INCIDENT COMMAND SYSTEM (ICS)

The ICS provides a unified command structure, common terminology, consolidated action plans, modular organization, integrated communications, manageable span-of-control, pre-designed incident facilities, and comprehensive resource management.

The ICS organizes any emergency response effort into five basic functions:

1. Command
2. Planning and Intelligence
3. Operations
4. Logistics
5. Finance/Administration.

Logistics includes Communications and Information Systems as it must provide facilities, services, personnel, equipment and materials. CCR, Title 19, §2403 (c)(4).

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12.4 MULTI-AGENCY or INTERAGENCY COORDINATION SYSTEM

This system, known as MACS, meets the requirement for multi-agency or inter-agency coordination at all SEMS levels. It allows diverse organizations to work together and communicate with each other in a coordinated effort to facilitate decisions for overall emergency response activities and sharing of critical resources and incident prioritization.

Multi-agency coordination implies multiple agencies within a single area of jurisdiction, or a discipline (such as between all agencies within a city or a county such as departments).

Inter-agency coordination implies between disciplines, between different jurisdictions or between different political levels, such as between local a police department, a county sheriff's department, and a state police agency liaison to the EOC.

13.0 COMMUNICATIONS MUTUAL AID (Resource Requests)

Mutual aid is a voluntary provision of services and facilities by agencies, jurisdictions or organizations to assist each other when existing resources prove to be inadequate.

13.1 Emergency mutual aid response and recovery activities are generally conducted at the request and under the direction of the affected local government. Requests flow from field to the city, to the county or special district (organized under SEMS as part of an Operational Area), to the state OES REOC for coordination beyond the OA. See Appendix 8.

13.2 The State Emergency Plan lists standardized discipline-specific statewide mutual aid systems, either coordinated from jurisdictional EOCs or by a departmental operations center (DOC). Telecommunications has not achieved a similar statewide system although it is covered by the California Master Mutual Aid Agreement. See graphic Appendix 9.

13.3 RACES communications resources may be requested by, and supplied to, other jurisdictions in accordance with established inter-governmental mutual aid procedures. This includes the use of the ICS and RIMS between the OA and the REOC, and existing agreements for mutual aid with adjoining jurisdictions. RACES Officers need to be aware that Operations and Logistics Officer assignments in an EOC, or a REOC, may rotate to those without knowledge of how to handle a RACES request.

14.0 MOBILIZATION - USAGE

The RACES is a staff resource intended to augment County Public Safety communications. Participants (from one to all) may be used in support of County Public Safety emergency communications needs at any time. No declaration of an emergency is required.

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14.1 Authority to use this service and its personnel is derived administratively from the Board of Supervisors and operationally from the Sheriff to the Emergency Services Coordinator. See Section 4.

14.2 Requests to use this service and its personnel shall be directed to the Emergency Services Coordinator.

14.3 A current Resource Directory shall be maintained by the RACES Officer for the Emergency Services Coordinator, with copies to local jurisdiction RACES Officers and the State OES REOC ACS Officer.

15.0 FCC RACES OPERATIONS (Radio Amateur Civil Emergency Service)

Operations on FCC Amateur Radio *frequencies* is provided for in the FCC regulations in a condition or service known as RACES. The purpose is for the Amateur licensees to continue to operate on specific frequencies after declaration of a national emergency (when other Amateur operations can be ordered to cease.)

15.1 The Amador County Emergency Services Coordinator may authorize unit Amateur Radio Service licensees to operate as the RACES on FCC Amateur *frequencies*. Other than the use of FCC Amateur Service frequencies, the RACES can operate jurisdiction Public Safety communications systems at any time authorized locally.

15.2 When authorized, the RACES officer will declare a RACES condition and assign duly licensed operators to that activity. When the RACES condition ends, the RACES Officer will terminate RACES operations by announcement, informing all those assigned RACES duties. Use of Amateur Radio *frequencies* is limited to training and emergency communications in cooperation with other Amateur licensees.

15.3 In the event of an emergency invoking the President's war emergency powers, RACES operations will be governed by paragraph 97.407(b) of the FCC Rules and Regulations, 47 CFR. Operations will be restricted to frequencies assigned and coordinated by the Governor's Office of Emergency Services.

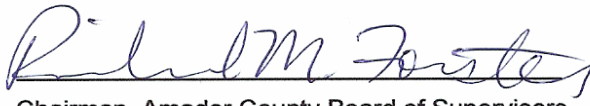



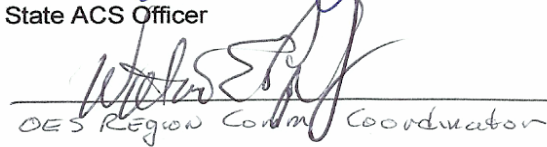
15.4 When signed and filed with State OES, this plan will qualify Amador County for FEMA (Federal Emergency Management Agency) matching funds under the Federal Contributions Program. Two signed copies of the plan and all revisions shall be filed with the Governor's Office of Emergency Services (State OES), Sacramento, CA., attention Telecommunications, State ACS Officer.

16.0 REVIEW

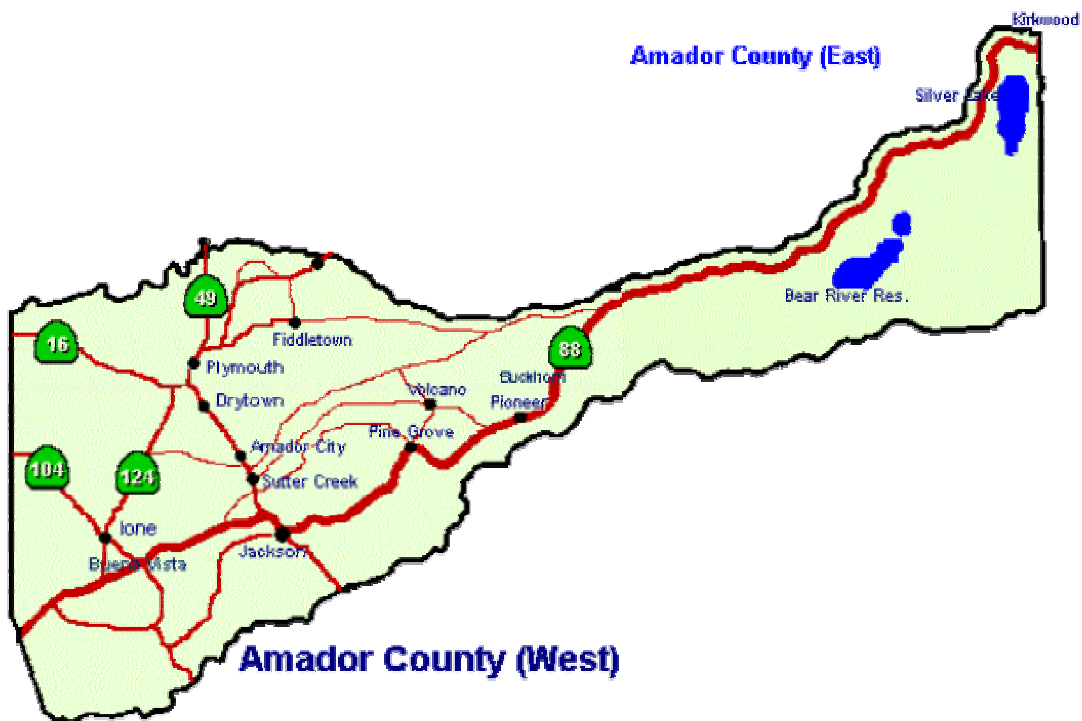
This plan shall be reviewed for completeness and accuracy not later than four (4) years after the latest approval date. Revisions and corrections shall be issued to those listed on the distribution page.

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APPROVALS AND CONCURRENCE

<u>10-5-04</u> Date	<u></u> VICE Chairman, Amador County Board of Supervisors
<u>9-17-04</u> Date	<u></u> Amador County Emergency Services Coordinator
<u>9/17/04</u> Date	<u></u> Amador County RACES Officer
<u>10/28/04</u> Date	<u></u> State ACS Officer
<u>10/28/04</u> Date	<u></u> OES Region Comm Coordinator

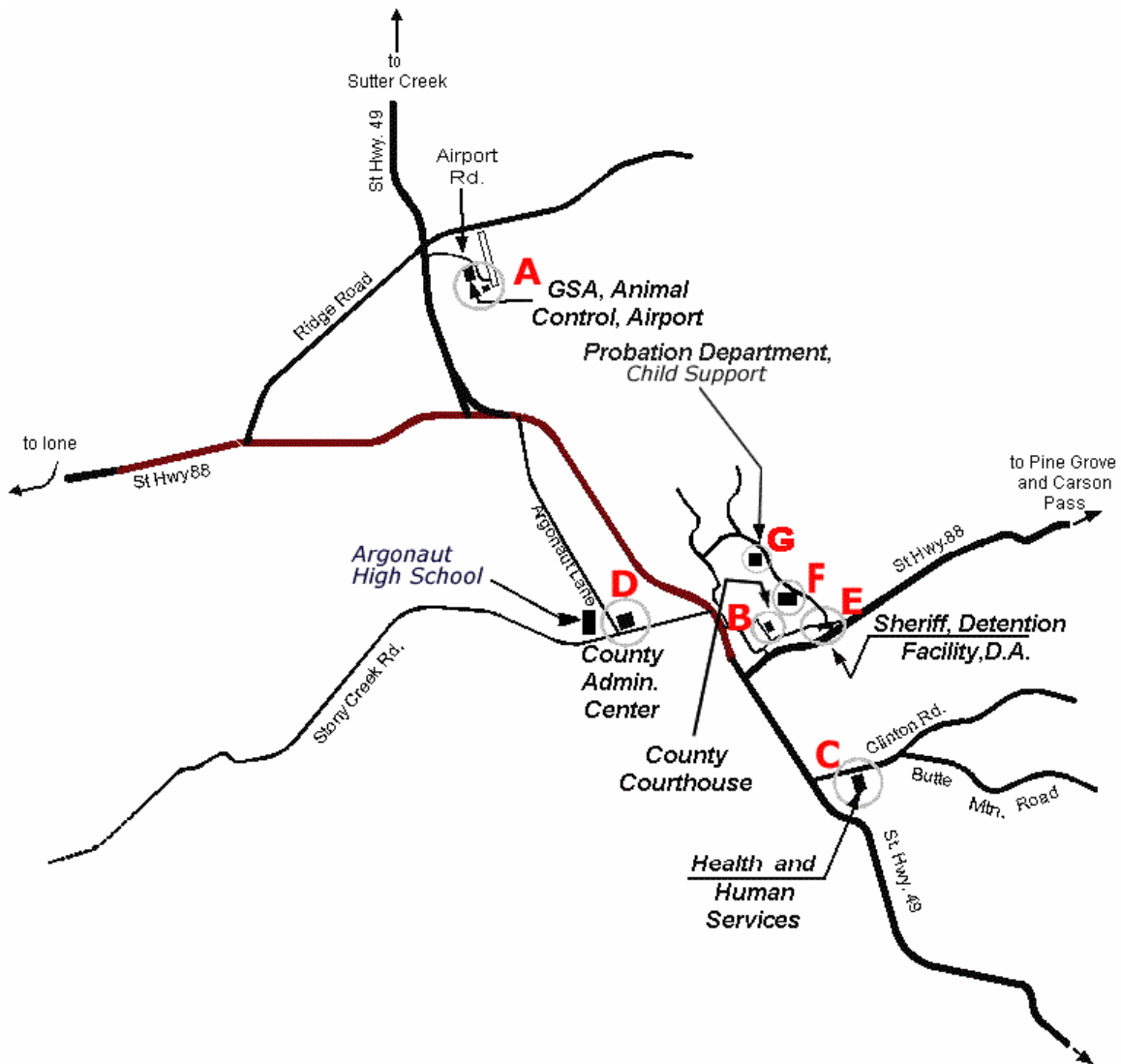
COUNTY OF AMADOR
RADIO AMATEUR CIVIL EMERGENCY SERVICE PLAN
APPENDIX



LOCAL JURISDICTION LOCATIONS
APPENDIX 1

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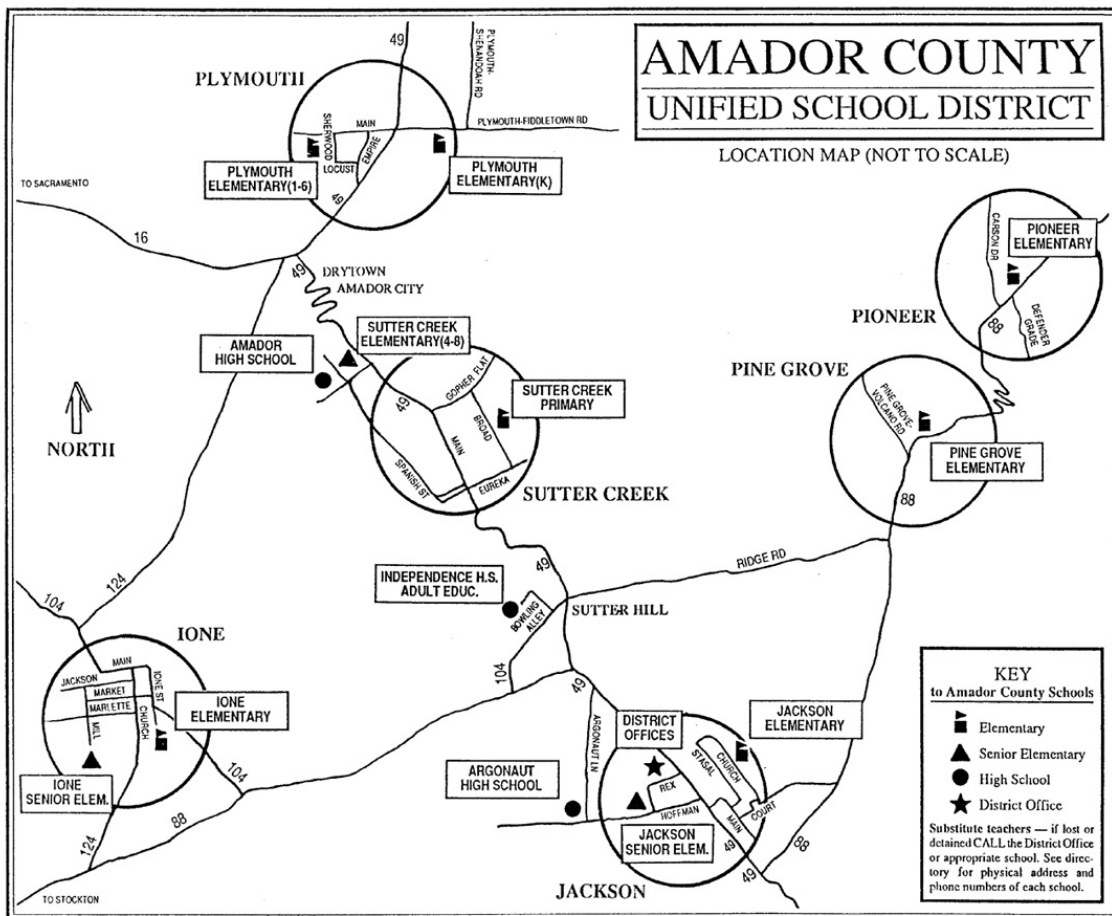
RADIO AMATEUR CIVIL EMERGENCY SERVICE PLAN



AMADOR COUNTY FACILITY LOCATIONS
APPENDIX 2

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RADIO AMATEUR CIVIL EMERGENCY SERVICE PLAN



**SCHOOL DISTRICT FACILITY LOCATIONS
APPENDIX 3**

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INLAND ADMINISTRATIVE REGION
APPENDIX 5

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MUTUAL AID REGIONS
APPENDIX 6

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RADIO AMATEUR CIVIL EMERGENCY SERVICE PLAN

EMERGENCY OPERATIONS CENTERS AND TACTICAL CALLSIGNS

<u>Station/Jurisdiction</u>	<u>Tactical Call Sign</u>
Net Control Station	Amador Control
Liaison/Relay Station	Amador Liaison
Amador OA Primary	Amador EOC
Amador School District	Amador School District
Individual Schools	Name of School
Amador City	Amador City EOC
Ione	Ione EOC
Jackson	Jackson EOC
Plymouth	Plymouth EOC
Sutter Creek	Sutter Creek EOC
County Fairgrounds	Amador Fairgrounds
Evelyn Bishop Hall	Bishop Hall

Tactical call signs shall be utilized at all times. In addition, FCC regulations require the Radio Amateur to identify bycall sign in three specific instances:

1. At the END of a contact (a series of transmissions) and/or
2. At 10 minute intervals.
3. At the END of an unanswered call.

See illustrations

The EOC identity remains constant, the operator or station Radio Amateur call ID alters with a change in operators. This ICS procedure provides operations clarity and continuity in times of stress and disorientation typical of emergency operations.

Illustrations

The call sign of the appropriate licensee is added to the tactical call in the following manner in the required situations to comply with FCC Radio Amateur regulations:

A contact is a series of transmissions, from one each way to many. A short contact is illustrated. The contact is initiated in this manner:

Amador EOC: "Inland Region, this is Amador EOC, Over"

Inland EOC: "Amador EOC, Inland Region, Over"

[Reply with message, traffic, etc , then end contact as follows:]

Amador EOC "Amador EOC, WX6XXX Out" (END of contact.)

Inland EOC: "Inland EOC, WA6AAA, Out" (END of contact)

[The initiating station is the one that terminates the contact.]

10 minute identification: "Amador EOC, WX6XXX"

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No response to a call to another station: "Amador EOC, WX6XXX, No Contact"

WX6XXX = Radio Amateur call sign

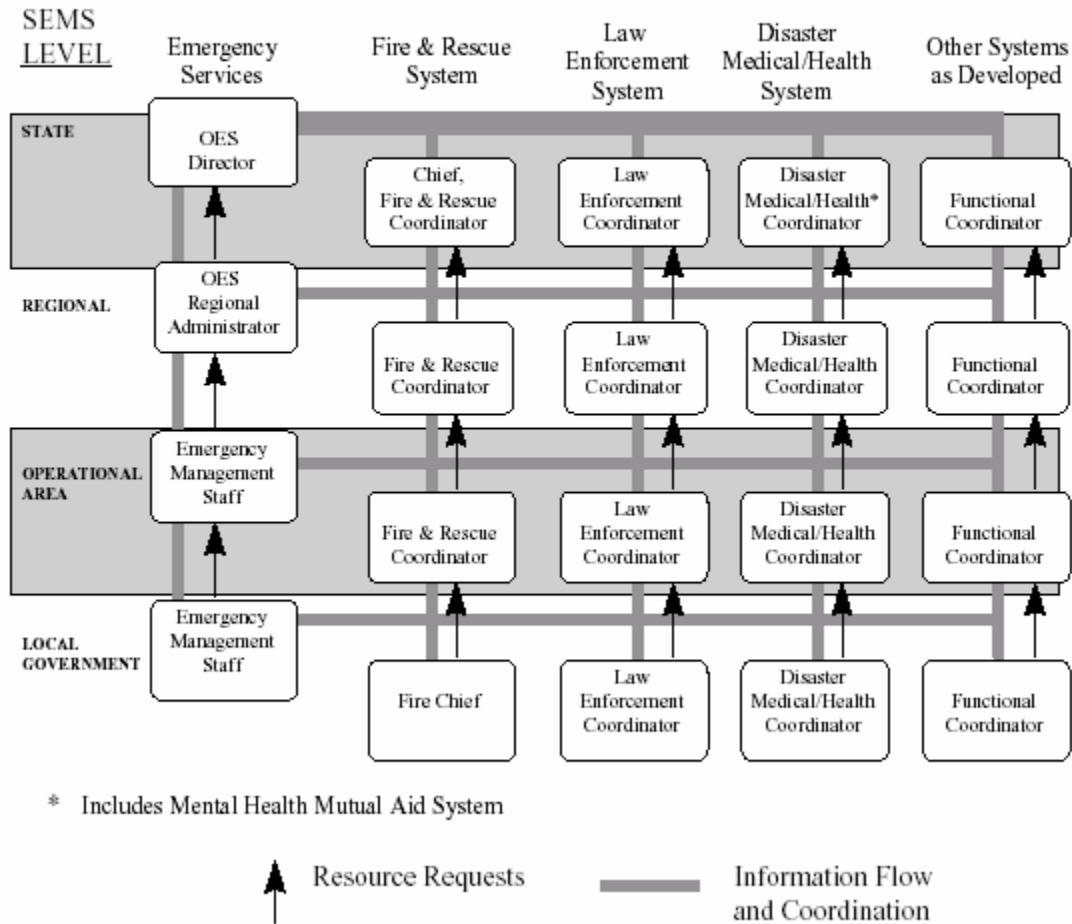
Do not shorten tactical call if city and county have same name, or if confusion with another area would result.

TACTICAL IDENTIFIERS AND PROCEDURES
APPENDIX 7

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MUTUAL AID CHANNELS: Discipline Specific Mutual Aid Systems

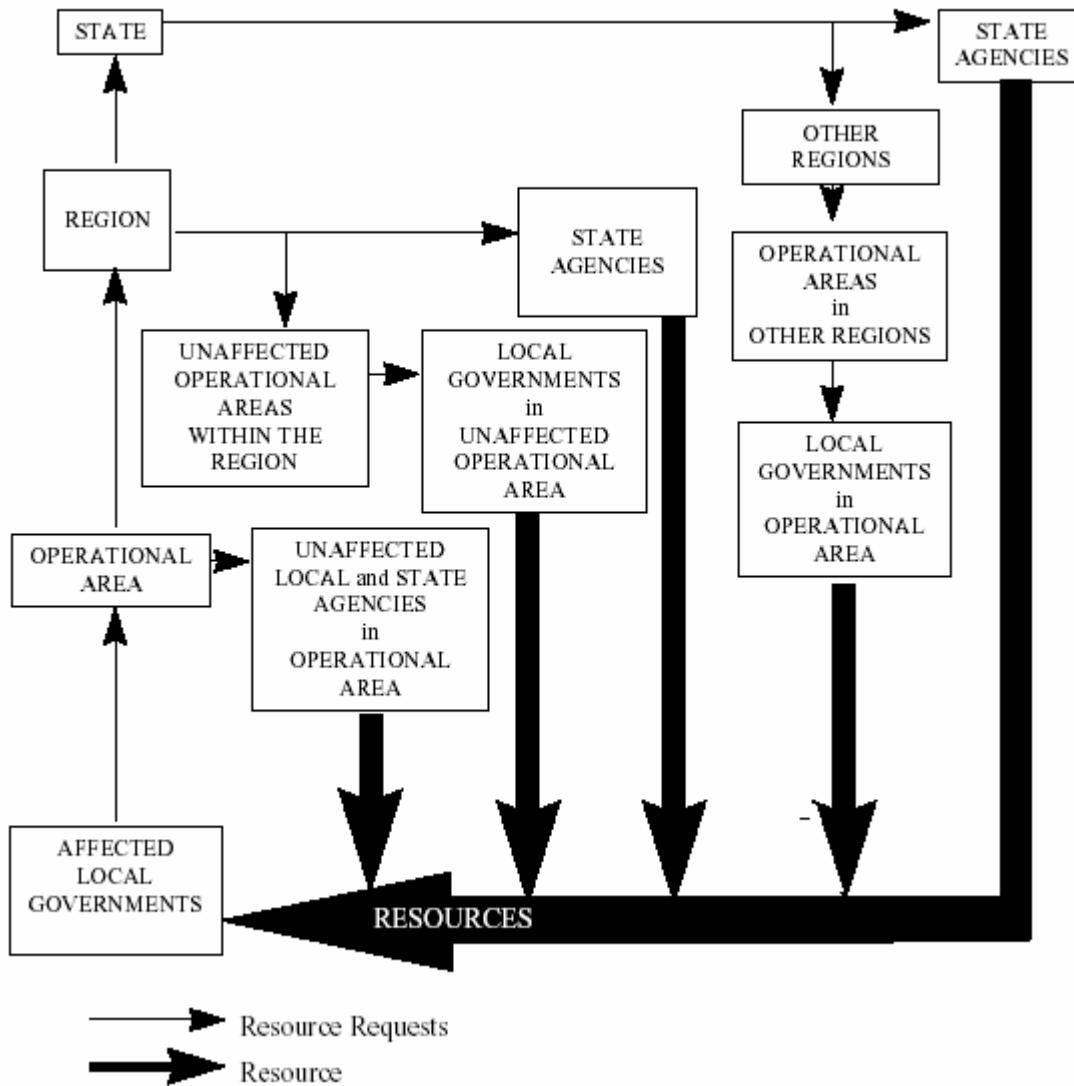


**MUTUAL AID-CHANNELS
APPENDIX 8**

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MUTUAL AID CONCEPT: Flow of Resource Requests



MUTUAL AID-FLOW OF RESOURCES APPENDIX 9